Department of Planning, Building and Code Enforcement
801 North First Street, Room 400
San José, California 95110-1795

Hearing Date/Agenda Number:	P.C. 11/18/02 Item: 2.e
File Number:	GP02-T-08
Council District and SNI Area:	Citywide
Major Thoroughfares Map Number:	N/A
Assessor's Parcel Number(s):	N/A
Project Manager:	Lesley Xavier

GENERAL PLAN REPORT

2002 Fall Hearing

TEXT REFERENCE:

Amend Chapter V. Land Use/ Transportation Diagram; Special Strategy Areas; Transit-Oriented Development Corridors to add BART Station Area Nodes, page 130; Chapter IV. Goals and Polices; Residential Land Use Policies; page 50; Chapter V. Land Use/ Transportation Diagram; Residential Land Use; page 141-142 and modify Pedestrian Priority Areas Diagram, page 234.

PROJECT DESCRIPTION:

Amend the *San Jose 2020 General Plan* text to include the Bay Area Rapid Transit (BART) Station Area Nodes as a Special Strategy Area and add the BART Station Areas to the Pedestrian Priority Diagram.

LOCATION: Citywide

ACREAGE: N/A

APPLICANT/OWNER:

Staff/Various

ENVIRONMENTAL REVIEW STATUS:

Reuse of the San Jose 2020 General Plan Final Environmental Impact Report certified by the City Council on August 16, 1994, Resolution # 65459

PLANNING STAFF RECOMMENDATION:

Adopt the proposed text Amendment

Approved by:

Date:

PLANNING COMMISSION RECOMMENDATION:

CITY COUNCIL ACTION:

CITY DEPARTMENT AND PUBLIC AGENCY COMMENTS RECEIVED:

- None received.

GENERAL CORRESPONDENCE:

- None received.

ANALYSIS AND RECOMMENDATIONS:

PROJECT DESCRIPTION

This is a staff-initiated text amendment request to amend the *San Jose 2020 General Plan* Text to include Bay Area Rapid Transit (BART) Station Area Nodes as a Special Strategy Area and add the BART Station Areas to the Pedestrian Priority Diagram.

BACKGROUND

The proposed Bay Area Rapid Transit (BART) extension to Milpitas, San Jose, and Santa Clara was approved in November 2001 by the Santa Clara Valley Transportation Authority (VTA) Board of Directors as the Preferred Investment Strategy for the Silicon Valley Rapid Transit Corridor.

In June 2002, a project description was approved including the identification of station locations. There are five stations identified in the City of San Jose, including Berryessa, Santa Clara/28th Streets, Civic Plaza/San Jose State University, Market Street, and Diridon/Arena. The environmental review process is now moving forward for this project. A joint Environmental Impact Statement (EIS)/Environmental Impact Report (EIR) is being prepared and is expected to be completed in the Spring of 2004.

The VTA has indicated that for the purpose of obtaining Federal funding for the BART project it is important that the City demonstrate an existing commitment to transit-oriented development in the vicinity of proposed BART stations in San Jose. The *San Jose 2020 General Plan* already incorporates goals and policies that support the intensification of uses in designated Transit-Oriented Development (TOD) Corridors, which are located along existing or planned light rail transit lines and/or major bus routes. The purpose of the TOD Corridors is to direct development intensification to areas where such uses and public transit are be mutually supportive. Transit-oriented development also fosters pedestrian activity and meets other smart growth objectives.

In order to guide future land uses, design, and development around BART stations, staff is proposing to incorporate Station Area Nodes into the Transit-Oriented Development Corridors Special Strategy Area of the General Plan.

ANALYSIS

The proposed text amendment attached to this staff report would provide policy direction for the areas surrounding BART stations. The text amendment adds language about BART station areas to the Special Strategy Areas section of the General Plan under the existing heading of Transit-

Oriented Development Corridors. In the proposed text, special land use and development direction is given for the Berryessa (Flea Market) and Santa Clara/28th Streets (San Jose Steel) station areas. This language goes beyond the land use designation descriptions to articulate more directly the desired characteristics of transit- and pedestrian-oriented development. For the Santa Clara/28th Streets area, urban design concepts from the Five Wounds/Brookwood Terrace SNI Plan are incorporated into the proposed text amendment by reference.

The Downtown BART station areas (Civic Plaza/San Jose State University, Market Street, and Diridon/Arena) are already given attention in the General Plan text under the Downtown Core and Frame Areas section of the Special Strategy Areas. In addition, the Midtown Specific Plan and its Planned Residential Community in the *San Jose 2020 General Plan* provides direction for land use development around the Diridon Station.

In the proposed text, a Station Area Node is defined as a place in the City where a transit station is a focal point of the surrounding area. Station Area Nodes are similar to the General Plan's existing Transit-Oriented Development Corridors, except that the focus is within a 3,000-foot radius of the station locations, where more intensive development is considered appropriate.

The general purpose of the BART Station Area Nodes is to acknowledge the importance of land uses and transit-oriented development needed to support BART operations and ridership. Appropriate land uses within a BART Station Area Node would be similar to that of the TOD Corridor, including higher residential densities, more intensive job generating uses, and mixed use development.

The proposed amendment also includes a modification to the General Plan Pedestrian Priority Areas diagram. This diagram depicts pedestrian cores and corridors, which have or are planned to have high levels of pedestrian activity. The amendment proposes to add the Berryessa and Santa Clara/28th Streets BART station areas to the diagram as pedestrian cores. Since the Downtown and Midtown are already pedestrian priority areas depicted on the diagram, the other San Jose BART station areas are essentially already on the diagram (see attached map).

PUBLIC OUTREACH

The General Plan hearings were noticed in the Mercury News and community meetings were held on October 8th and 10th, 2002. In addition, the Department's web-site contains information regarding the General Plan process, amendments, staff reports, and hearing schedule. This site is used by the community to keep informed of the status of the amendments. No comments were received by the public regarding the proposed amendment.

RECOMMENDATION

Planning staff recommends adoption of the proposed text amendment.

Attachment
PBCE002/GP_Team/2002 Annual Review/Staff Reports/Fall Review/GP02-T-08.doc

PROPOSED TEXT AMENDMENT

Amend the San Jose 2020 General Plan Text; Chapter V. Land Use/ Transportation Diagram; Special Strategy Areas; Transit-Oriented Development Corridors; add BART Station Area Nodes; page 130 as follows:

Transit-Oriented Development Corridors and BART Station Area Nodes

Transit-Oriented Development Corridors and BART Station Area Nodes are areas designated by the City as generally suitable for higher residential densities, for more intensive non-residential uses, and for mixed uses; these ~~corridors~~ areas are centered along existing or planned light rail transit (LRT) lines and/or major bus routes and at future Bay Area Rapid Transit (BART) stations. Transit-Oriented Development Corridor boundaries are not precisely defined but, in general, particularly during the early stage of intensification, the corridors are intended to include sites within approximately 500 feet of the right-of-way of the corridor's central transportation facility or within approximately 2000 feet of an existing or planned LRT station. The planned LRT lines include those contained in the ~~County T2010~~ VTP2020 Transportation Plan. The ~~County~~ VTA is conducting a series of land use and other studies along the planned LRT lines. The City will use this information in its future planning efforts to ensure that transit use and land use patterns support each other.

BART Station Area Nodes are areas defined by a circle with a radius of 3,000 feet from a planned BART station. While San Jose currently has existing heavy rail stations (e.g., Caltrain and ACE commuter rail), the stations with remaining development potential are generally within specific plan areas. These specific plans provide particular direction for land use development, transit orientation, and pedestrian connectivity. The proposed BART station areas also warrant specific development direction, as described later in this section.

The general purpose of the Transit-Oriented Development Corridors and Station Area Nodes is to acknowledge the natural tendency toward

development intensification in prime urban areas and to channel that development into areas where the intensified uses and public transit will be mutually supportive and will help create vibrant pedestrian oriented neighborhoods. In order to preserve the limited opportunities for intensive development, including ~~medium~~ high density residential and mixed use development, within the corridors, development types and patterns that do not support transit use or do not maintain an urban form consistent with the intent of this strategy are strongly discouraged.

As the City of San José continues to mature and develop, it must make the most of the limited resources it has available to provide the housing and urban services necessary to accommodate the City's anticipated growth.

The City must also seek to preserve its natural amenities, such as open space, and to reduce the potentially adverse impacts of growth on air quality and traffic congestion in order to maintain a high quality of life. An important method for accomplishing these goals is to encourage substantially higher than average intensities of development near major transportation facilities, especially light rail lines and BART stations, within the City's existing Urban Service Area. Rail facilities and major bus routes form the framework of the Transit-Oriented Development Corridors.

The Transit-Oriented Development Corridors and Station Area Nodes are important means for the City to achieve key General Plan objectives including vigorous economic growth, more affordable housing opportunities, shelter for a growing population, increased transportation

capacity through increased transit use, efficient delivery of urban services, and a solid fiscal base for the City. Development along the Transit-Oriented Development Corridors and Nodes will help support the revitalization of Downtown by making it easier for new residents to work, shop or seek entertainment Downtown. New economic development is also encouraged along the Transit-Oriented Development Corridors and Station Areas Nodes to support new residential development and provide new job opportunities. Intensification can also help preserve open space by using land more efficiently and reducing the pressure to develop existing open space.

The Land Use/Transportation Diagram lists six key Transit-Oriented Development Corridors where higher intensities of development are encouraged consistent with the goals and policies of the General Plan. These Transit-Oriented Development Corridors are described below. A description of the Nodes follows the Corridors.

Guadalupe Corridor

The Guadalupe Corridor is the first light rail transit line completed in the County. It consists of 20 miles of rail and a series of stations extending from Tasman Drive in the North San José/Santa Clara industrial area south along North First Street to the Downtown transit mall continuing south along Highways 87 and 85 to its southernmost stations located at the intersection of Coleman Avenue and* Winfield Boulevard near the intersection of Miyuki Drive and Santa Teresa Boulevard in the Edenvale industrial area. The Guadalupe Corridor is part of a multi-modal transportation system, which combines light rail with a freeway and incorporates bicycle lanes along portions of its right-of-way. The light rail lines of this corridor are planned to be extended to the east and west along Tasman Drive to link the cities of Milpitas (east) and Sunnyvale and Mountain View (west). The City has already established a strategy for intensifying this corridor through the Housing Initiative process (see Special Strategy Area – Housing Initiative).

Stevens Creek Boulevard/West San Carlos Street Corridor

The Stevens Creek Boulevard/West San Carlos Street Corridor is centered on a planned light rail line that would link western San José with the Downtown and central San José. This Transit-Oriented Development Corridor extends along Stevens Creek/West San Carlos from Stern Drive in the west (near I-280) to Los Gatos Creek to the east. Market driven pressures for greater intensification have already been experienced along this corridor.

Santa Clara Street/Alum Rock Avenue Corridor

The Santa Clara Street/Alum Rock Avenue Corridor also includes a planned light rail line. This corridor will link a portion of eastern San José to Downtown and central San José. As Downtown continues to redevelop and intensify, this corridor will experience greater demand for intensification and will provide opportunities to reuse older commercial and residential sites.

Winchester Boulevard Corridor

The Winchester Boulevard Corridor is the shortest Transit-Oriented Development Corridor and is not centered along a light rail line. However, it intersects the Stevens Creek Boulevard/West San Carlos Street Corridor and is linked to it by a major bus route. This corridor provides some significant reuse and intensification opportunities between Stevens Creek Boulevard to the north and Hamilton Avenue to the south.

Capitol Avenue/Expressway Corridor

The Capitol Avenue/Expressway Corridor is structured around a future light rail line and would ultimately link large portions of eastern San José with Downtown and central San José. This corridor contains many vacant or underutilized sites suitable for more intensive uses. Intensification within this corridor, however, is expected to occur more slowly than in the other Transit-Oriented Development Corridors; increased residential development along this corridor is more likely to create traffic congestion that will not be completely mitigated by the light rail facility given current transit use projections. Intensification along this corridor will occur as sufficient transportation system

capacity can be identified consistent with City Transportation Level of Service policies.

Vasona Light Rail Corridor

The Vasona Light Rail Transit-Oriented Development Corridor is centered along Southwest Expressway, between Interstate 280 and South Bascom Avenue, following a portion of the planned Vasona Light Rail route. The currently funded rail line will link Campbell and southwestern San Jose with Downtown San Jose and the Guadalupe Light Rail line. The Transit-Oriented Development Corridor includes planned and funded light rail stations at Fruitdale Avenue and South Bascom Avenue. The intent of the corridor is to facilitate new, higher-density housing and mixed use development on several currently underutilized commercial sites. These new developments should be well-integrated with existing residential neighborhoods. Long-range traffic implications are likely to regulate the pace of new residential development within this Corridor.

Bay Area Rapid Transit (BART) Station Area Nodes

In November 2001, the Santa Clara Valley Transportation Authority (VTA) Board of Directors approved the extension of BART to Milpitas, San Jose, and Santa Clara, as the preferred Investment Strategy for the Silicon Valley Rapid Transit Corridor. The proposed alignment is planned to utilize the existing Union Pacific Railroad right-of-way through northeast San Jose, until approximately Julian Street and Highway 101, at which point the BART line moves underground through Downtown San Jose. Station locations have been identified along the route at Berryessa Road, Santa Clara and 28th Streets, and various locations within the Downtown area, including the Diridon Station.

A Station Area Node is a place in the City where a BART transit station is a focal point of the surrounding area. The general purpose of the BART Station Area Nodes is to direct transit-oriented and pedestrian friendly land use development in close proximity to BART stations. BART Station Areas are suitable for higher residential densities, more intensive job generating uses, and mixed use development, which in turn should support BART ridership. The amount of development potential and the intensity of uses are defined by the Land Use/Transportation Diagram. In addition, new development should incorporate a mix of parks, recreational trails, pedestrian linkages, access to transit, and active ground floor uses. Parking garages in particular should incorporate ground floor retail/commercial uses into the design of the structure.

Further study regarding the appropriate type and amount of intensification at the various BART Station Area Nodes may occur in the future as the BART project becomes further defined.

Berryessa Station Area Node

The Berryessa Station Area Node is planned for a mix of job generating land uses, high density residential and supportive commercial uses, and parks/open space. The land use designations for the area include Transit Corridor Residential (20+ DU/AC), Medium Density Residential (8-16 DU/AC), Combined Industrial/Commercial, and Public Park/Open Space. The area currently has existing businesses, including the San Jose Flea Market. As these properties are developed with new uses, residential, commercial and other job generating uses should be coordinated and phased together, so that no one use will be developed separately and in advance of other uses. In particular, residential development should not occur in advance of commensurate job growth.

Careful attention should be given to the compatibility of land uses. Job generating uses (e.g., offices) should buffer any new residential uses from the existing and planned heavy industrial land uses east of Coyote Creek. New residential development at the edge of existing single-family uses should be of a lower density. The greatest densities, preferably within mixed use developments, should be adjacent to the station. The overall residential density at the Flea Market site should be 55 DU/AC. The planned parks should provide an additional buffer between existing and proposed uses as well as providing recreational and open space uses to support the future residential community.

All development should foster pedestrian activity and connections to the BART station, trails, parks, and possible schools. New construction should comply with the development parameters identified later in this section.

Due to the preliminary nature of the land use planning for the BART Stations, flexibility in the final distribution of the proposed land use designations should be allowed, consistent with the relative proportions of each designation as shown on the Land Use/Transportation Diagram.

Santa Clara/28th Streets Station Area Node

Another station is planned north of the Five Wounds Church at Santa Clara and 28th Streets. Existing uses in this node include the San Jose Steel site. This site is planned for a new transit-oriented, mixed use urban center. The land use designation for the area is Mixed Use with No Underlying Land Use designation, which includes a mix of Transit Corridor Residential (20+ DU/AC), General Commercial, Public Park/Open Space, and Public/Quasi-Public. This Mixed Use land use designation provides an opportunity to integrate and intensify land uses, and allow for the type of development that is envisioned in the Five Wounds/Brookwood Terrace Neighborhood Improvement Plan (NIP). The Plan calls for new housing opportunities, neighborhood serving retail, services, parks, office buildings and hotels. The NIP also contains guiding principles and development regulations to ensure a transit and pedestrian friendly design. All development in this area should follow the guiding principles and development standards contained in the Five Wounds/Brookwood Terrace Neighborhood Improvement Plan.

Downtown Station Area Nodes

The Downtown area is an urban environment and a place that is appropriate for the intensification of uses. The addition of BART further supports the intensification of uses by bringing more people into the Downtown (see Special Strategy Area - Downtown Core and Frame Area for further direction).

The Diridon Station area is within the Midtown Specific Plan Area. Land use and development direction is contained within the General Plan under the Midtown Planned Residential Community.

Evolution of Intensification for Transit-Oriented Development

The process of intensification is expected to be gradual and the character of the land uses along the Transit-Oriented Development Corridors will evolve over time. The pace of this change will depend on the timing of ~~light rail~~ transit planning and construction. For example, since the Guadalupe Corridor LRT system is complete, the intensification process has already begun and is likely to develop sooner than in the other corridors. Intensification of development

in areas surrounding BART Stations, on the other hand, is a long-term land use planning goal.

In general, however, the process of intensification is expected to proceed in stages or levels. The first and second stages of intensification have already begun. During the first stage, as well as for succeeding ones, all development is expected to take an urban form, for instance no front setbacks and buildings of at least two or three stories, to help create a pedestrian and transit-oriented urban environment. Plazas, loggias, and other outdoor or street design features that encourage pedestrian activity are also appropriate. The conventional suburban shopping center form - large setbacks and single story buildings surrounded by parking lots - is inappropriate on sites adjacent to the central transportation facility of the corridor. General Plan amendments or the use of appropriate Discretionary Alternate Use Policies are encouraged to permit mixed use and residential development in the 25-~~40~~50 DU/AC range on specific sites within the Transit-Oriented Development Corridors.

The second level of the intensification process begins with the completion of construction plans for the LRT and the scheduling of construction. At planned station locations, General Plan policies allowing higher densities and building heights within 2000 feet of a rail station are applicable, as well as the Transit Corridor Residential (20+ DU/AC) land use designation. Intense mixed use development to support the LRT stations and the pedestrian environment of the corridors is strongly encouraged. The Housing Initiative process (see the Subsection of that name below), which was used so effectively for the Guadalupe Corridor, will be used to identify and evaluate potential intensification sites and to establish a strategy for promoting intensified development.

The third level of intensification would be defined by a specific plan or master plan to be prepared when the LRT plans are in their final planning stages. Specific plans or master plans can address entire Intensification Corridors or portions of these corridors. Such plans would define the "shape," level and character of appropriate intensification and would identify the service needs of the future occupants of the Transit-Oriented Development Corridor as well as analyze the potential effects on existing residents near the corridors. The specific or master plan process could also consider the creation of an area development policy to establish special traffic Level of Service (LOS) standards and to identify appropriate mitigations.

Development Parameters

Although the evolution of intensification may vary for each Transit-Oriented Development Corridor and Station Area Node, certain development parameters will be common to all of them. For instance, the timing of intensification will be limited in part by the ability of the transportation system to support additional development. Development within the Transit-Oriented Development Corridors and Station Area Nodes, as development elsewhere, must be consistent with the transportation level of service (LOS) policies of the General Plan. The planning and development of substantial intensification areas will have to be coordinated with the planning, budgeting, and development of the new LRT facilities as well as any other transportation facilities required for mitigation. Within Transit-Oriented Development Corridors and Station Area Nodes, it will be critical to analyze the cumulative traffic impacts of the intensifying land uses at the time specific development projects are proposed. Intensification may occur rapidly, so that appropriate coordination of the funding and construction of improvements to the Corridor's and Node's transportation facilities will be necessary to support the intensification process.

Since intensification will occur over time as transportation facilities come on line or are more fully utilized and developed, it is important that valuable intensification opportunities not be lost or preempted by development or improvements, inconsistent with the purpose of the Transit-Oriented Development Corridors and Station Area Nodes or which fail to take into account the cumulative traffic impacts of several projects occurring simultaneously within an Transit-Oriented Development Corridor. It is particularly important that new development of

any type within the Transit-Oriented Development Corridors should consider existing or future transportation facilities in the orientation and design of proposed buildings and improvements. In general, development proposed on Transit-Oriented Development Corridor sites should conform to the following policies:

• Development inconsistent with the objectives of the Transit-Oriented Development Corridors and Station Area Nodes, for instance low intensity uses (e.g., one and two story office buildings), low density residential, and auto related uses (e.g., surface parking lots, automobile sales lots, stand alone big box retail, etc.), should be avoided particularly within 2000 feet of an existing or planned LRT station.

• Residential development should occur at the higher end of the allowed density ranges and should typically be at least ~~20~~ 40 DU/AC ~~unless the maximum density allowed by the existing residential land use designation is less than 20 DU/AC~~ in the Transit Corridor Residential (20+ DU/AC) and Residential Support for the Core (25+ DU/AC) designations.

• New development should be compact, urban in form and designed to make efficient use of existing services and facilities.

• Building fronts and entrances should be oriented to transportation facilities and designed to encourage transit use and create a pedestrian friendly environment.

• Parking lots should not be located between building fronts and entrances and transportation facilities but should be minimal in size and located to the rear or side of buildings, i.e., away from transit facilities.

• Lower intensity interim uses of sites should be allowed only if the improvements necessary to accommodate the interim use would not interfere with or delay the ultimate intensification of the site.

• Within Transit-Oriented Development Corridors, it will be critical to analyze the cumulative traffic impacts of the intensifying land uses at the time specific development projects are proposed. Coordination of the funding and construction of improvements to the Corridor's transportation facilities ~~amongst~~ with pending development proposals will be necessary to support the intensification process.

The process of intensification should also consider the potential effects of intensification on existing neighborhoods and adjacent uses. Levels of intensification within the Transit-oriented Development Corridors and Station Area Nodes may need to be limited to avoid inappropriate impacts on adjacent uses. Transit-oriented ~~Development Corridor~~ development adjacent to established single-family neighborhoods should maintain height, setback and use characteristics consistent with the Residential Design Guidelines and the Commercial Design Guidelines to help maintain the character of these neighborhoods. For sites which are located in segments of a Transit-Oriented Development Corridor where the effective width is narrow and which are adjacent to a single-family residential neighborhood, densities above 25 dwelling units per acre and buildings higher than two stories may be inappropriate. The scale of intensification should be kept inviting to create an attractive pedestrian ambiance that will draw people from both within and without the Transit-Oriented Development Corridor.

Amend the San Jose 2020 General Plan Text; Chapter IV. Goals and Polices; Residential Land Use Policies; page 50 as follows:

> 3. Higher residential densities should be distributed throughout the community. Locations near commercial and financial centers, employment centers, the ~~light~~ rail transit stations and along bus transit routes are preferable for higher density housing. There are a variety of strategies and policies in the General Plan that encourage~~s~~ the construction of high density housing and supportive mixed uses. For example, the Housing Initiative and Transit-Oriented Development Corridor Special Strategy Areas encourage high density housing and mixed use development in close proximity to existing and planned transit routes. In addition, residential development located within 2,000 feet of a planned or existing rail station should occur at the upper end of the allowed density ranges and should typically be at least 25 DU/AC unless the maximum density allowed by the existing land use designation is less than 25 DU/AC.

Amend the San Jose 2020 General Plan Text; Chapter V. Land Use/ Transportation Diagram; Residential Land Use; page 141-142 as follows:

> **Transit Corridor Residential: 20+ Dwelling Units Per Acre**
>
> This land use designation is intended for medium high and high density residential uses within, or very near, Transit-Oriented Development Corridors and BART Station Area Nodes, Housing Initiative Area, or major bus routes. Residential development should occur at densities of 20 units or more per acre. This land use category is intended to expand the potential for residential development in proximity to major public transit particularly along the City's Transit-Oriented Development Corridors and Station Area Nodes. Under this designation, neighborhood serving commercial uses are encouraged within residential projects in areas with insufficient neighborhood commercial uses. Development under this designation should be allowed only under Planned Development zoning and should be compatible with existing neighborhoods and not impair the viability nor the character of these neighborhoods.

Amend the San Jose 2020 General Plan Text; Chapter V. Land Use/ Transportation Diagram; Pedestrian Priorities Diagram; page 234 as follows:

> **Pedestrian Cores:** The cores include the Downtown Core and Frame Areas, Areas around rail stations, and the Planned Communiites of Rincon South, Jackson-Taylor, Midtown, Tamien, and Communications Hill. For light rail stations, the area is defined by a circle with a radius of 2,000 feet. For CalTrain, BART, or other heavy rail stations, the area is defined by a circle with a radius of 3,000 feet.